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ONTARIO PUBLIC SCHOOL BOARDS' ASSOCIATION

ONTARIO TRAINING AND ADJUSTMENT PROPOSALS

A RESOURCE DOCUMENT FOR SCHOOL BOARDS

March, 1992

ACKNOWLEDGEMENTS

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ONTARIO'S TRAINING and ADJUSTMENT PROPOSALS: OPSBA SCHOOL BOARD RESOURCE DOCUMENT

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INTRODUCTION

In an attempt to provide a comprehensive model for the planning and provision of programs and services to meet training and adjustment needs at the federal, provincial and local levels; the Ontario government announced, in late 1991, major plans to restructure the province's training system through the establishment of provincial and local training boards.

OPSBA's role in the consultation on the establishment of training and adjustment boards has been at the provincial level. OPSBA strategy has focused on

- Coordinating activities with regard to training and adjustment initiatives at the federal, provincial and local levels;
- Maintaining a liaison role with CSBA, the OTAB project, the Local Board Secretariat and other education/training partners; and,
- Developing formal responses to the consultation documents.

Emphasis has been on lobbying at the provincial level for direct school board representation on the provincial governing body (OTAB) and its four Councils and for a rationalization of the role of school boards in the provision of human resource programs and services.

Individual school board involvement in adult continuing education/training/retraining is a local board decision. It is not OPSBA's role to dictate the nature or extent of school board involvement at the local level either in terms of the provision of programs or representation on the local training and adjustment boards. OPSBA can, however, assist those boards who are involved and wish to remain involved in the provision of these programs by developing a resource document which

- provides documentation of, and a rationale for, a school board role in human resource development;
- summarizes the government proposals and their impact on school boards; and,
- suggests strategies for school board action at the local level.

SCHOOL BOARD INVOLVEMENT IN HUMAN RESOURCE DEVELOPMENT

The school system has a vital role to play in encouraging and facilitating lifelong learning and school boards have recognized that they are a pivotal component in any training and adjustment system in that they provide the necessary foundation skills for successful labour force entry and re-entry. These skills are provided through a variety of innovative programs and approaches for youths entering the workforce for the first time and adults requiring re-entry skills.

As major deliverers of human resource development programs in Ontario, school boards have a major stake in the future of training and adjustment in this province. As such, we must be key participants in any discussion and decision-making on programs in this area. School boards have not, however, been adequately recognized as principal players in current and future labour force development by the government in its consultation documents.

In order to ensure that school boards are adequately involved in the consultation process and have direct representation on the provincial and local training and adjustment boards, there is the need to

- clearly document, on a provincial level, the nature and extent of current school board involvement in human resource development; and,

- provide a rationale for existing and continued school board involvement in this area.

This information can also be used to justify the provision of these programs at the local level.

A. DOCUMENTATION

Labour Force Entry

Part of a school's mandate is to produce young people who will have entry-level job skills. In recognizing the unique needs of the individual student, school boards provide programs that not only ensure competency in core curricular areas, but include vocational and technical programs which contribute to the successful transition from school to work and from school to post-secondary education.

Only one third of secondary school students enter formal post-secondary education programs. As a result, school boards must pay as much attention to preparing students for employment immediately after graduation as it does to those who enter post-secondary educational institutions. This is being done in a number of ways and through a variety of programs.

Cooperative Education

Perhaps the most significant move forward in school-community co-operation is the development and growth of cooperative education. Cooperative education programs let students investigate potential careers and gain experience useful to finding employment after graduation. Adults seeking to upgrade job skills also use cooperative education programs delivered by school boards. They provide an excellent bridge to employment.

Apprenticeship Programs

The School Workplace Apprenticeship Program (SWAP) offers students who have completed Grade 10 requirements the opportunity to earn an Ontario Secondary School Diploma and apprenticeship credits concurrently. Twenty-five Ontario school boards now offer SWAP programs.

Linkage Programs

Linkage programs between secondary schools and community colleges have been developed by a number of school boards in the province through the development of formal articulation agreements.

For example, the Stormont, Dundas and Glengarry County Board of Education is developing a three-semester Entrepreneurship Bridging Program at its local community college which identifies equivalent credits in secondary school for students working at the general level of difficulty. If completed, the four-semester college course will be reduced by one semester.

The Science and Technology Entry Program (STEP) provides opportunities for secondary school students to explore careers and college courses in science, trades and technology.

Labour Force Re-entry

The second component of the school boards' contribution to labour force development is the provision of opportunities for adults to acquire academic skills, generic work skills or entry-level job skills. These opportunities are essential to making career or job changes that are necessitated by the constantly changing labour market.

Schools are the appropriate point to re-enter the education/training continuum. School boards have taken a leadership role in providing adult education, often without clear Ministry of Education policy on the role of adult education. School boards have been proactive in recognizing this community need and many now find that adult education demands outreach physical capacity.

OPSBA in its position paper on adult education stated that:

- Adults have the right to opportunities for lifelong learning
- School boards have the principal role for the delivery of elementary and secondary programs for adults
- School boards can, do and should play a central role in the provision of adult continuing education programs

School boards have adopted an entrepreneurial approach to serving the education/training needs of their communities. They have leaned that effective lifelong learning programs and delivery systems meet the specific needs of adult learners and are compatible with local labour market requirements. School boards provide both provincially and federally funded training programs.

<u>Academic Upgrading/Basic Literacy</u>

Literacy and academic upgrading are best undertaken before, or together with, specific job skills training. Schools are appropriate places for:

- adults who do not possess a secondary school diploma or its equivalent and who are enroled in adult basic education, literacy, or English or French second language classes, diploma programs or vocational preparation as part of achieving a diploma

- adults who have a secondary school diploma or its equivalent who are enroled in secondary school academic or vocational upgrading programs due to skill obsolescence of in preparation for further post-secondary education or training

- adults who are enroled in federally or provincially sponsored employment training programs.

The number of adults returning to school to obtain secondary school credits has increased dramatically over the last ten years [Table 1]. In 1990-91, adults represented 20% of all secondary school students enroled in day school credit courses. This is in comparison to only 6.6% in 1980-81.

Adults enroled in continuing education programs such as basic literacy, second language, citizenship and non-credit courses has also risen dramatically. In 1989-90, 934,869 adults were enroled in these programs [Table 2].

Table 3 provides three year comparative average daily enrolment data for these programs as well as the amount of provincial education dollars provided to adult continuing education programs. This funding has increased 60% in three years from 1988-1991.

Federal Programs

School boards are also involved in contractual partnerships with the federal government. Federal initiatives have allowed boards to meet the needs of employed adults as well as those who are unemployed, under-employed or disadvantaged.

Canada Employment and Immigration provides funding for a wide variety of job/entry programs offered by school boards [Table 4] for a total $21,847,443 in 1992.

This is in spite of the fact that school boards are not recognized as "public institutions" in the current Canada-Ontario Labour Force Development agreements.

When these numbers are examined in combination with recent research indicating that the majority of these individuals are returning to their local boards of education to enhance their employability, it is evident that Boards of Education are already a major component in labour force development.

Table 1

ADULTS ENROLED IN PUBLICLY FUNDED SECONDARY SCHOOL

	1980 - 81		1988 - 89		1990 - 91	
Age Group	Male	Female	Male	Female	Male	Female
19 - 21	9421	4979	18,241	10,974	23,283	14,136
%	3.1	1.8	5.6	3.5	6.9	4.4
22 & older	1441	3519	7,725	17,286	10,392	21,181
%	0.5	1.2	2.4	5.5	3.1	6.6
Total	10,862	8,496	25,966	28,260	33,675	35,317
%	3.6	3.0	7.9	9.0	10.0	10.9

Table 2

CONTINUING EDUCATION PROVIDED BY SCHOOL BOARDS
▸ 1989 - 90 School Year ◂

	English		French	
	Male	Female	Male	Female
Secondary School Credit Classes				
• Grade 9 - 10	37,278	38,558	5,298	13,484
• Grade 11 - 12	38,128	37,922	4,813	5,955
• OAC	30,434	20,917	3,714	3,551
Non-Classroom Correspondence Courses or Self-Study	9,460	23,959	596	1,397
Adult Basic Literacy & Numeracy	20,812	23,778	515	702
ESL or FSL	89,946	65,430	177	477
Classes of Citizenship & Official National Languages	3,021	3,858	85	135
Non-Credit	234,483	219,595	2,032	4,349
Total	463,582	434,017	17,230	30,060

Table 3

MINISTRY OF EDUCATION AVERAGE DAILY ENROLMENT

▸ 3 Year Comparison ▸

Program	1988	1991	% Increase
ABL	4,463.96	5,855.8	31 %
ESL	8,972.55	15,321.58	71 %
Adult Credit	7,178.56	9,386.01	31 %
Total CE	22,000.2	32,197.91	46 %

MINISTRY OF EDUCATION GRANTS

Program	1988	1991	% Increase
ABL	9,974,586	14,445,353	45 %
ESL	19,548,691	36,728,127	88 %
Adult Credit	16,598,886	23,882,382	44 %
Total CE	49,499,093	79,344,198	60 %

Table 4
FEDERAL DOLLARS SPENT WITH SCHOOL BOARDS IN ONTARIO, 1992

PROJECT TYPE	NUMBER OF PROJECTS	FEDERAL $ CONTRIBUTION
Canadian Job Strategy System		
Job Entry Challenge		
• Seed	79	240,288
• WOW	100	1, 915,760
• Severely Employment Disadvantaged	1	403,008
• Job Entry	52	6, 072,788
• Re-Entry	3	552,949
• Re-Employment	4	561,655
• Coop Education Admin	32	5, 993,981
• Delivery Assistance	3	132,268
• Job Entry Employment Assistance	5	626,150
• Job Entry Start	39	1, 788,277
Job Development		
• General Projects	1	47,398
• Individual Subsidized Jobs	47	333,908
• Delivery Assistance	2	146,083
Job Creation	27	1, 121,593
NPIEC Programs	17	1, 911,337
Totals	**409**	**21, 847,443**

B. WHY SHOULD SCHOOL BOARDS BE INVOLVED?

School boards have unique characteristics which make them the logical place for the provision of human resource development programs. They, and their communities, also have a lot to gain by becoming involved in these services.

School boards have been successful in removing the situational, institutional and dispositional barriers that previously inhibited adult recurrent education. Transitional programming can then be designed to enable the learner to move from the initial phase of upgrading to training offered by skilled trades, colleges and universities.

It is not OPSBA's role to dictate to school boards what their role in the provision of adult training/retraining should be. There are, however, a number of reasons why adult education should be an important component of school board offerings and why school boards play an unique role in the provision of adult continuing education.

Several facts give school boards both special advantages and special responsibilities in the delivery of these programs and include:

- Facilities are available in communities throughout the province. In some communities, schools are the only educational facility available. Because of the universality of elementary and secondary education and therefore the availability of schools in all parts of the province, school board adult education programs are accessible to almost all adult learners. Only when all adults have accessibility to the programs they require will Ontario have provided equal educational opportunity for life-long learning.

- The school system is the only vehicle through which the government can make its philosophy of "life-long learning" a reality. The reality requires that learners who stepped out of formal education can step back in.

- The school system is the only source of the Ontario Secondary School Graduation Diploma. This diploma is a prerequisite required by many employers and post-secondary educational institutions.

- Most school systems have administrative and instructional personnel already available, together with support services.

- School boards already have an excellent record in serving disadvantaged adults. Adult Education programs contribute to increased self-esteem and self-confidence in adults returning to education. The school and school system

is often equipped to provide necessary support services such as childcare and counselling.

▸Many school boards have the flexibility necessary to respond quickly to new or changing community needs for adult programs.

▸School boards have established credibility with many adult learners within school communities.

▸School boards are the only group that have locally elected individuals responsible to the community and, as a locally elected body, schools can be, and are, particularly sensitive to the growing demands for educational opportunities for adults.

School boards and communities have a great deal to gain by providing these programs including:

▸The education of adolescents is improved by what is learned by teachers in teaching adults and administrators in organizing these programs. Adult continuing education programs tend to provide the "cutting edge" in curriculum innovation and program design. The creative and innovative approaches to teaching indicative of adult programs will benefit all students.

▸Adult voluntary learners provide positive role models for teenaged students.

▸Improved educational levels of parents contribute to the school success of children and adolescents.

▸Adult education programs allow taxpayers who do not have children in school an opportunity for direct benefit from the payment of property taxes. Adults who have the most positive view of the performance of our schools are those who have some direct contact with them.

▸Locally elected school boards are a mechanism for responding to community needs, and for accountability to adult learners as well as taxpayers in general. Involvement in adult education will improve school-community relations by strengthening two way communication.

▸By providing educational opportunities to poor parents who are often poorly educated, the school board can contribute to the breaking of the poverty cycle.

▸The provision of adult learning opportunities directly contributes to the economic development of the local community.

▸The provision of adult education and training opportunities by school boards contributes to an effective partnership between educational institutions, business and industry.

▸The increased need for retraining opportunities for adults requires school boards to offer appropriate programs in order that Ontario's workforce is to remain productive and competitive. Businesses benefit from upgrading of the workforce.

GOVERNMENT PROPOSALS

The government is currently engaging in consultation on the establishment of training and adjustment boards at both the provincial and local levels. Although separate, the two proposals are inter-related to the extent that the proposed local training and adjustment boards will work within the proposed provincial body, the Ontario Training and Adjustment Board.

The proposals for the establishment of the provincial and local training and adjustment boards are detailed in two separate consultation documents, the consultation process is being managed by two separate government agencies, and involve a variety of government partners. This has resulted in a great deal of confusion. To assist our member boards, a very brief summary chart of the current proposals and the way in which they are being managed is provided below.

Ontario Training and Adjustment Board (OTAB)

- Developed by the Ontario Government
- Proposes the development of a provincial training and adjustment governing body (OTAB) and five Councils.

Consultation Document: Skills to Meet the Challenge:A Training Partnership for Ontario

Management:
- Ontario Training and Adjustment Board Project
- Deputy Minister: Naomi Alboim who reports to Richard Allan, Minister of Skills Development

Local Training and Adjustment Boards (LTAB)

- Developed jointly by the Ontario government, Employment and Immigration Canada (EIC) and the Canadian Labour Force Development Board (CLFDB).
- Proposes the establishment of twenty-two local training and adjustment boards which will work within the structure of OTAB.

Consultation Document: Local Boards: A Partnership for Training

Management:
- Local Boards Joint Secretariat with representation from the Ontario government, Employment and Immigration Canada and the Canadian Labour Force Development Board
- Project Manager: Dale Barbour

A. ONTARIO TRAINING AND ADJUSTMENT BOARD

What is it?

The proposed Ontario Training and Adjustment Board will be an independent, self-governing agency lead by business, labour, educators/trainers and social action groups. It will operate within a policy and accountability framework set by the government.

Mandate

The Ontario Training and Adjustment Board will have financial and administrative control over Ontario's publicly funded training and labour force development programs. It will have responsibility for the following:

Programs

- workplace and sectoral training
- apprenticeship programs and related services
- labour force adjustment
- labour force entry/re-entry

Policies and Practices

- development of a labour market information base
- provision of policy advice on labour force development issues
- development and promotion of new labour force development practices through a "Learning Network"
- provision of support to local boards

OTAB will not assume responsibility for the direct delivery of programs which are now provided through transfer payment agencies. OTAB will however assume the broad design and funding decisions over these programs...Over time OTAB may desire to end, change, replace or add programs as labour force development needs and priorities evolve.

OTAB will have authority over "spending envelopes" corresponding to the four program areas noted above and will assume the task of selecting and negotiating contracts with delivery agencies.

Governing Structure

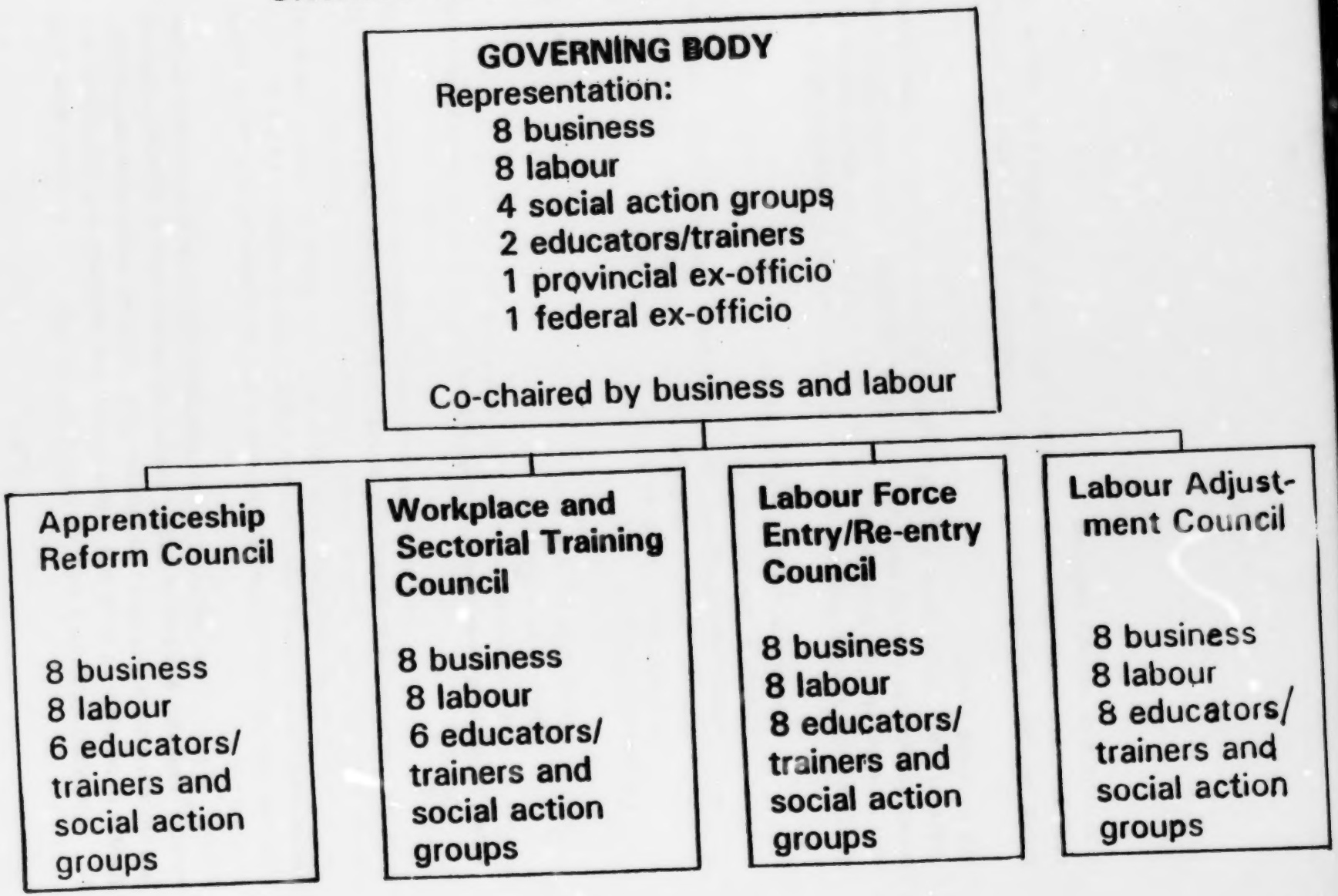
The government has identified four groups that it wishes to be involved in making training and adjustment decisions in Ontario which will be represented on the provincial governing body and its Councils. These groups are business, labour, educator/trainers and social action groups.

These groups will be represented on a provincial governing body (OTAB) and four Councils will be established which reflect the four major program areas over which OTAB will exercise control.

The governing body (OTAB) will be co-chaired by business and labour and will have ex-officio federal and provincial government representation.

A summary chart of the proposed structures and their make-up is provided below.

ONTARIO TRAINING AND ADJUSTMENT BOARD



B. LOCAL TRAINING AND ADJUSTMENT BOARDS

What are they?

A network of twenty-two local boards linked to the Ontario Training and Adjustment Board, the Canadian Labour Force Development Board and Employment and Immigration Canada with the general mandate for local planning and coordination of programs on training and adjustment.

Mandate

Operating within a framework of federal and provincial policy objectives, responsibilities of the local boards will include:

- identifying local needs and priorities
- developing strategic and operational plans, based on local labour market information, economic activities, needs assessments, priorities, and existing resources
- determining the "mix" of funding, programs and delivery mechanism required to address local needs and priorities
- promoting a life-long learning and training culture that includes employers, current workers, and potential workers.

Local boards will also have specific responsibilities related to programs and services available either through OTAB or EIC.

Governing Structure

Local boards are to consolidate many existing structures and are to be established by the local labour market partners. The local board will consist of

- an equal number of business and labour representatives
- business and labour must represent the majority of members
- social action groups
- education and training representatives
- representation from the population to include women, the disabled, visible minorities and Aboriginal people
- ex-officio membership by federal, provincial and regional/municipal governments

C. IMPLICATIONS FOR SCHOOL BOARDS

What are the implications for school boards of both the proposals for the establishment of the provincial governing body and councils and the local training and adjustment boards?

General

OPSBA is concerned that, in the process related to the establishment of the Ontario Training and Adjustment Board, decisions will be made with regard to the relative roles of school boards, community colleges, universities, private trainers and community based trainers in the provision of labour force development programs without adequate recognition and understanding of the current school board role, identification of the underlying issues and timelines for discussion, consultation and consensus building.

The public school boards in Ontario are currently examining their role and responsibilities. Changing societal and individual needs have placed demands on school boards and the range of responsibilities taken on by the education system has broadened over the years both in terms of types of programs offered and the clients that it serves.

As part of this process, school boards are taking a new look at the link between education and the economy and the need for life long learning. This includes an analysis of the role of school boards in both labour force entry and re-entry programs.

The ability of school boards to have a flexible approach to the provision of programs which meet the needs of the local community must not be compromised with the establishment of provincial and local training and adjustment boards. In an attempt to provide for a coordinated approach to these programs there must be assurances that the current system is not replaced by more rigid bureaucratic structures which make policy and financing decisions in isolation from the needs of the local community.

Program Transfers

The changes proposed in the consultation documents will have major impact on school boards in terms of the types of programs offered by school boards, their financing and staffing.

At the provincial level, the establishment of the OTAB will have implications both in the policy area and in funding. Although OTAB will not assume responsibility for the direct delivery of programs which are now provided thorough transfer payment agencies; it will assume the broad design and funding decisions over these programs. OTAB may, over time, desire to end, change, replace or add programs as the labour force development needs and priorities evolve.

In addition to the transfer of the Literacy and Youth and Employment Services Branches from the Ministry of Education over to OTAB; control over a number of programs currently provided by school boards will be transferred. These programs include:

- Multicultural Workplace Programs
- Ontario Basic Skills in the Workplace (OBSW)
- School-Workplace Apprenticeship Program (SWAP)
- Labour Force Adjustment Programs
- Labour Force Entry-Re-Entry Employment Programs
- Ontario Basic Skills
- Ontario Community Literacy
- Other Literacy Programs
- English as a Second Language Programs

OTAB will assume funding and management responsibilities over many of these programs and the stability of service deliverers will be an important consideration in its activities.

There is some confusion over whether OTAB and the local boards will assume direct responsibility for administering funds from the federal government.

The direct impact on school boards, both in program and financial terms, of the transfer of control of these programs over to OTAB is difficult to assess for a number of reasons:

- The focus of the consultation process has been on issues related to the establishment and make-up of the administrative structures

- Other than general statements about the need for stability in programming and adequate time to phase-in the changes, specific implementation issues have not been identified

- As part of the failure to recognize the significant role of school boards in the human resource development area, no impact analyses has been carried out either by the Ministry of Education or the OTAB Secretariat.

Questions School Boards Should Ask

School boards can play a significant role in identifying areas which need to be clarified at both the provincial and local levels. General questions on the establishment of the provincial governing body and Councils which school boards should ask include:

- What impact will be transfer of responsibilities for such programs as adult basic education, ESL/ESD and SWAP to OTAB have on school board delivery of these programs?

- Will current funding dry up and/or be phased out?

- Given the current economic climate and the fact that adult continuing education programs are optional programs for school boards, what impact will the transfer of control over these programs to OTAB have on local board decisions to continue to provide these programs?

- Will control over programs for which the local taxpayer pays a portion of the cost remain with school boards or be transferred to OTAB?

With regard to the establishment of local training and adjustment boards:

- How do the proposed local board boundaries relate to your school board boundaries?

- Will school boards continue to have direct access to federal funds or will these funds only be available through the local training and adjustment boards?

- What effect will the establishment of local training and adjustment boards have on existing cooperative arrangements that have already been established with business, labour and/or other education agencies in your community?

- Will the fact that business and labour representation on the local boards must make up the majority of the seats impact on your ability to determine and provide programs?

STRATEGIES/ACTION PLANS

It is critical that individual school boards become involved in the consultation process on the establishment of local training and adjustment boards. Before school boards can decide on how to become involved, however, it is necessary to have a basic understanding of the rather complicated government consultation process, and the relative roles of provincial associations (OPSBA) and individual boards at various steps in the process.

A. GOVERNMENT CONSULTATION PROCESS

As already indicated, there are two separate although somewhat inter-related consultations being undertaken by the government. Consultation on the proposed Ontario Training and Adjustment Board is taking place predominately through provincial associations. Consultation on the establishment of local boards will be taking place at the local level.

Training Partners

Four "labour market partners" have been identified by the government and not only will these "partners" have representation on the provincial governing body and local boards; they form the basis for the consultation process at both the provincial and local levels. A schematic representation of the "labour market partners" and their constituent groups is presented below.

In addition to obtaining feedback on its proposals, the desired outcomes of the consultation process, for the government, include a strengthening of existing relationships both within and among the different partner groups. It is the intent of the government that the various training partners "work together" to develop the new training and adjustment structures. As a result, the government is placing responsibility for cooperation both in terms of development of responses to the proposals and actual implementation of the proposals in the hands of the "training partners".

Provincial Consultation

Government consultation at the provincial level is taking place in two distinct phases.

As its initial step, government action has focused on getting the various disparate groups within each of the training partnerships to work together. To facilitate the development of cooperation, the following tasks have been assigned to each of the

ONTARIO LABOUR MARKET PARTNERS

■**BUSINESS**
- Provincial business and sectoral organizations

■**LABOUR**
- Ontario Federation of Labour
- Ontario Building & Construction Trades Council

■**SOCIAL ACTION GROUPS**
- Women
- Disabled
- Visible Minorities
- Aboriginal Peoples

■**EDUCATOR-TRAINERS**
- Colleges
- Universities
- Private trainers
- Community based trainers
- School Boards
  - ▸Trustee organizations (4)
  - ▸Teacher federations (5)
  - ▸Supervisory officer Associations 2)
  - ▸Continuing education Associations (2)

■**Educator/Trainer Steering Committee**
- Reports to Educator/trainer members
- 3 representatives from each group
- Mandate
  - -Identify nomination process
  - -Draft terms of reference for a permanent educator/trainer reference group

four major partner groups:

- Identify a process to facilitate consultation within the partner group. The educator/trainer group has formed a steering committee to undertake this task.
- Nominate two representatives to the local board consultation panels.
- Identify representatives to meet in a Roundtable discussion with other labour market partners [business, labour, social action groups]
- Make recommendations on nominations for the OTAB governing body and Councils, implementation of OTAB and local boards, and direction of OTAB and the government for the next 1-2 years.

To date, only the first two tasks have been completed.

The second step in the consultation at the provincial level will involve having representatives from all the various "labour market partners" meeting together. This will occur through a Roundtable process. The actual format of the provincial Roundtable discussions is yet to be determined.

Local Consultation

At the local level, consultation will focus on the establishment of the local training and adjustment boards through the holding of hearings in the twenty-two proposed geographic training areas.

The terms of reference for the local board consultation panels include

- Engage local interest groups through sharing a vision of local level partnership in Ontario
- Present and clarify information on the proposed local boars as well as on the relationship of local boards to OTAB, the Canadian Labour Force Development Board and governments.
- Gather information through interaction with the session participants

- Generate a report at the conclusion of this process which will identify
  - ▸areas where consensus on local boards is apparent within each local board area and across the province;
  - ▸local views on the issues pertaining to local boards generally and their relationship to OTAB, CLFDB, CEIC and the provincial government;
  - ▸local views on the process of developing and designating local boards;
  - ▸responses to specific proposals such as those regarding local board boundaries.

Individual school boards are encouraged to participate in the formal consultation process by making both verbal and written presentations and submissions.

Following the consultation process and the establishment of OTAB, final agreement will be reached between OTAB and the Canadian Labour Force Development Board on the key criteria and the approach to be used in developing and jointly designating local boards.

Once a development process is determined by OTAB and the CLFDB, existing community organizations will be provided with an operating guide. This will outline the criteria, process and available supports for developing local boards. These supports will include funding for facilitating community discussion and nomination processes leading to the selection of representatives.

B. ACTION CHECKLIST - WHAT SHOULD LOCAL SCHOOL BOARDS DO?

OPSBA action has focused on the provincial issues and representation. There are a number of things, however, that individual school boards should be doing to support OPSBA lobbying action as well as ensuring school board representation at the local level. OPSBA has developed the following action checklist to facilitate school board involvement.

SCHOOL BOARD OTAB ACTION CHECKLIST

OTAB Training and Adjustment Board

☐ 1. Write a letter to the Minister of Skills Development with a copy to the Premier and the Minister of Education

- expressing concerns with regard to the lack of adequate recognition, in the proposals to establish the provincial body, of the school boards' role in human resources development
- requesting direct school board representation on the provincial governing body and all councils
- requesting direct school board representation on all local training boards
- requesting an immediate extension to the timelines for consultation on the mandate and composition of the Ontario Training and Adjustment Board.

A sample letter is provided in Appendix A.

Local Training and Adjustment Boards

☐ 2. Document current school board involvement in human resource development including both entry and retraining programs. Generic forms are provided in Appendix B.

☐ 3. Arrange or attend meetings with various groups to discuss the proposals and their impact, common concerns and possible joint strategies and actions. These groups include:

- Local teacher federation representatives
- Other school boards in proposed local training and adjustment board boundary areas
- Other education partners including colleges, universities, private trainers and/or community trainers
- Other training partners including business, labour and social action groups.

☐ 4. Form an educator/trainer steering committee to assist in the formation of the local training boards and to serve as an ongoing reference group for the education/trainer representatives on the local boards.

☐ 5. Arrange to make a presentation to the local board consultation panels.

☐ 6. Develop a media strategy.

☐ 7. Meet with local MPPs and MPs to discuss school board role and concerns.

Local Training and Adjustment Boards Consultation Hearings

Hearing Dates

As part of its consultation process, the Local Board Secretariat will be holding hearings across the province on its proposals to establish training and adjustment boards in twenty-two areas across Ontario. The proposals are contained in the consultation document, ***Local Boards: A Partnership for Training***.

These hearings are not on the establishment of the provincial Ontario Training and Adjustment Board although the provincial body will have some impact on the decisions made by the local boards. As a result, some general comments on the provincial body are in order.

Details of the local board consultation hearing locations and dates are presented below.

Date	City	Proposed Local Board Area
April 2	Richmond Hill	York
April 2	Mississauga	Peel-Halton
April 4	Kitchener	Kitchener-Guelph
April 4	Cornwall	Hawkesbury-Cornwall
April 7	Ottawa	Ottawa-Pembroke
April 7	London	Huron-Lake Erie
April 8	Belleville	Belleville-Hastings
April 11	Sudbury	Sudbury and area
April 13	Peterborough	Lindsay-Peterborough
April 21	Windsor	Lake St. Clair
April 22	Sarnia	Sarnia and area
April 23	Barrie	Georgian Bay
April 28	Sault Ste Marie	Sault Ste Marie-Algoma
April 29	Kenora	Fort Frances-Kenora
April 30	Thunder Bay	North Superior
April 30	Timmins	Timmins and Area
May 2	North Bay	Nipissing-Parry Sound
May 2	Kingston	Kingston-Brockville
May 4	Hamilton	Hamilton-Brantford
May 4	Toronto	Metro Toronto
May 5	Toronto	Metro Toronto
May 6	Toronto	Metro Toronto
May 6	St. Catherines	Niagara
May 7	Oshawa	Oshawa-Coburg

School boards should contact the Local Board Secretariat at (416) 314-4796 to confirm a presentation time.

Presentation Guidelines

After arranging to make a presentation, school boards will have to make decisions with regard to who will be making the presentation, the presentation format, media coverage and lobbying followup.

a) Who Will Make the Presentation?

Based on local circumstances and time constraints, a number of options are possible when making the presentation to the consultation panel. These options include:

- Individual school board presentation
- Individual school board presentation with representation from trustees, administrators and teachers groups
- Joint presentation with other public and/or separate school boards in the proposed local training and adjustment board boundary area
- Joint presentation with other education/training partners including colleges, universities, private trainers and community based trainers
- Joint presentation with other training partners including business, labour, and social action groups

In order to highlight the significant role of school boards in human resource development, it is strongly recommended that attempts be made to ensure that in areas where there is consensus within the school board sector, a common message be given to the consultation panels.

b) Presentation Format

School boards are encouraged to make both verbal and written presentations as the amount of time provided for each formal presentation to the panel will be limited.

A suggested format for the presentation includes:

1) Documentation of school board role in human resource development stressing cooperative and linkage programs and the expanding role of school boards in labour force development and life-long learning [Generic Format provided in Appendix B]

2) General comments on proposed provincial training and adjustment board
   - Lack of recognition of school board role
   - Need for direct school board representation on governing body and five Councils
   - Need for stability in funding for school boards in the provision of labour force development programs

3) Specific comments on proposed mandate, structure and geographic boundaries of local training and adjustment boards
   - What impact will be transfer of responsibilities for such programs as adult basic education, ESL/ESD and SWAP to OTAB have on school board delivery of these programs?

   - Do the boundaries coincide with school board boundaries?

4) Points Requiring Clarification
   - Will current funding dry up and/or be phased out?

   - Given the current economic climate and the fact that adult continuing education programs are optional programs for school boards, what impact will the transfer of control over these programs to OTAB have on local board decisions to continue to provide these programs?

   - Will control over programs for which the local taxpayer pays a portion of the cost remain with school boards or be transferred to OTAB?

   - Will school boards continue to have direct access to federal funds or will these funds only be available through the local training and adjustment boards?

   - What effect will the establishment of local training and adjustment boards have on existing cooperative arrangements that have already been established with business, labour and/or other education agencies in your community?

5) Recommendations

To assist in OPSBA lobbying activities at the provincial level, the following recommendations are provided as suggestions for inclusion in the written submission:

- That the exclusive mandate of school boards to provide secondary school diplomas remain.

- That school boards, as one of many service delivery agencies, continue to have the optional right to provide a variety of adult continuing education and youth vocational, job entry and apprenticeship programs based on community needs.

- That independent training and education access centres be established in communities across the province to assess the needs of the learner and provide information on education/training opportunities in accessible locations.

- That school boards be designated as "public institutions" [equivalent to community colleges] in future Canada-Ontario Labour Force Development Agreements.

- That school boards be automatic members of all local training and adjustment boards.

- That education/training be viewed as a continuum and the role of school boards in providing the secondary school credit courses be included in articulation agreements with community colleges.

Media Strategy and Lobbying

School boards are encouraged to issue a press release after their presentations to the consultation panel hearings. The press release should indicate any concerns the board has with the proposals as well as documenting the extent of the school board role in human resources development.

Meetings with local MPPs and MPs should be arranged to discuss the proposals and possible impact on individual board programs.

Continued School Board Involvement

The consultation panel hearings are only the first step in the process for the establishment of local training and adjustment boards. School boards will be expected to be actively involved in the development of these boards once the criteria are developed based on the results of the hearings. Continued lobbying and liaison with the other local "labour market partners" is essential.

It is suggested that to facilitate cooperation and development of the local boards, that school boards initiate the formation of an educator/trainer steering committee similar to the one that has been formed at the provincial level. This committee would be responsible to the educator/ trainer community and could serve as an ongoing reference group once the local training and adjustment boards have been established.

OPSBA has developed overheads which outline the proposals, their possible impact on school boards, the government consultation process and school board action strategies to assist individual school boards in making presentations. Copies are included for your use in Appendix C.

Appendix A

Sample Letter to Richard Allen

March 23, 1992

The Honourable Richard Allen
Minister of Skills Development
64 Mowat Block
900 Bay Street
Toronto, Ont M7A 1L2

Dear Mr. Minister:

The ---Name of School Board--- has a number of concerns with regard to the current government proposals to establish provincial and local training and adjustment boards. Our major concerns are in the areas of key partner identification and involvement; and, timelines for consultation.

It appears that, in the Consultation documents, Boards of Education have not been adequately recognized as key players in current labour force development. Nor have Boards been recognized in the delivery of future programming in this area.

Current Ontario statistics indicate that 20% of secondary school day-school enrolment is adult. Approximately 3,000,000 adults are enroled in continuing education programs such as adult basic literacy and numeracy, citizenship and English or French as a second language. Furthermore, there is a rapidly growing board participation in the delivery of CEIC project based and CITC training. When these numbers are examined in combination with recent research indicating that the majority of these individuals are returning to their local boards of education to enhance their employability; it is evident that Boards of Education are already a major component in labour force development.

In recognition of the significant school board role in labour force development, the ---Name of Board--- recommends that school boards be directly represented through membership on the OTAB governing body and all OTAB Councils; and, automatic members of all local training and adjustment boards.

We believe that it is critical for Ontario's economic development that Ontario initiate a coordinated program of education/training/retraining in order to assist our labour force to adjust to a rapidly changing economy. The proposed formation of a partnership between business, labour, education and social action groups at both the provincial and local levels is an appropriate method to address this problem. However, success of this initiative requires consensus and cooperation among the training partners. Many of the programs cannot take place without school board participation. As a major provider of adult education, our school board requires adequate time to respond to the proposals. The current timelines do not allow this.

The ---name of board--- is therefore requesting that there be an immediate extension to the timelines for consultation on the structure and mandates of both the provincial and local training boards.

We look forward to hearing from you on our requests in the very near future.

Sincerely,

Chair of the Board

cc: The Honourable Tony Silipo, Minister of Education
The Honourable Bob Rae, Premier
Naomi Albiom, Deputy Minister OTAB Project
Robert Mitton, Deputy Minister of Education

Appendix B

Table 1
Types of Human Resource Development Programs Offered by - Name of Board -

Program	Enrolment	Funding	
		Provincial	Federal
1. ENTRY			
• Co-operative Education			
• Apprenticeship			
• Linkage			
Total			
2. RE-ENTRY			
• Secondary School Credit Courses			
▸ Grade 9 - 10			
▸ Grade 11 - 12			
▸ OAC			
• Adult Basic Literacy & Numeracy			
• ESL or FSL			
• Classes of Citizenship & Official National Languages			
• Non - Credit			
Total			
3. FEDERAL			
• Job Entry Challenge			
• Job Development			
• Job Creation			
• NPIEC Programs			
Total			
4. GRAND TOTAL			

School Board Involvement in Human Resources Development
▸ Generic Documentation Forms ◂

Table 2

ADULTS ENROLED IN PUBLICLY FUNDED SECONDARY SCHOOLS in - Name of Board -

	1980 - 81		1988 - 89		1990 - 91	
Age Group	Male	Female	Male	Female	Male	Female
19 - 21						
%						
22 & older						
%						
Total						
%						

Appendix C

ONTARIO TRAINING AND ADJUSTMENT BOARD PROPOSALS

OVERVIEW

1. **GOVERNMENT PROPOSALS**
   - Provincial Board
   - Local Boards
2. **IMPLICATIONS FOR SCHOOL BOARDS**
   - Provincial Board
   - Local Boards
3. **CONSULTATION PROCESS**
   - Process
   - Consultation Panels
   - Round Table
4. **WHAT HAS OPSBA DONE AND WHAT IS IT PROPOSING TO DO?**
5. **WHAT SHOULD YOU BE DOING?**

ONTARIO TRAINING AND ADJUSTMENT BOARD

WHAT IS IT?

- An independent, self-governing agency

- Led by business, labour, educators/trainers, and social action groups

- Operating within a policy and accountability framework set by government

ONTARIO TRAINING AND ADJUSTMENT BOARD

STRUCTURE

1. GOVERNING BODY

- Co-chaired by business and labour
- Representation by provincial social action organizations, educators/trainers, labour and business
- Ex-officio federal and provincial government representation

2. COUNCILS

- Workplace and Sectoral Training
- Apprenticeship Reform
- Labour Force Adjustment
- Labour Force Entry/Re-entry

ONTARIO TRAINING AND ADJUSTMENT BOARD

MANDATE

- Provide leadership and direction to achieve a coordinated, responsive and effective labour force development system

- Manage Ontario's publicly funded labour force development programs

- Ensure training programs meet the needs of employers, current and potential workers

- Achieve increased private sector investment

- Improve quality of training

- Improve access and equity in training

- OTAB will NOT assume responsibility for direct delivery of programs which are now provided through transfer payment agencies

  However, OTAB will assume the broad design and funding decisions over these programs...Over time, OTAB may desire to end, change, replace or add programs as labour force development needs and priorities evolve

- Assume the task of selecting and negotiating contracts with delivery agencies

LOCAL BOARDS

WHAT ARE THEY?

A network of local boards linked to OTAB, Canadian Labour Force Development Board (CLFDB) and Employment and Immigration Canada (EIC)

- **Jointly designated by OTAB for Ontario and CLFDB for the federal government**
- **Led by labour market partners**
- **Mandate for local planning and co-ordination of programs on training and adjustment**
- **Operates within framework of federal and provincial policy objectives**
- **Approximately 20 to 25 boards proposed for Ontario**

LOCAL BOARDS

REPRESENTATION

- all labour market partners represented: business, labour, social action groups, educators/trainers
- business and labour co-chair
- business and labour equal in number - and together are more than half
- francophone representation in designated French language service areas
- municipal, provincial, and federal governments ex-officio
- precise number of each group could vary by area
- each partner will be responsible for nomination process within its partnership group

LOCAL BOARDS

MANDATE

- Identify local labour force development needs and priorities

- Determine the "mix" of funding, programs and delivery mechanisms through a planning process

- Purchase of skills training on behalf of the federal government

- Promote a life-long learning culture

LOCAL BOARDS

BOUNDARIES

22 local area boards proposed, based on:

- **working age population**
- **patterns of economic activity**
- **travel-to-work patterns**
- **linguistic considerations**
- **networks of training service providers**
- **ability to collect consistent labour market information**

CONSULTATION

PROCESS

- **Education/Training partners as a unit**
  - **meetings**
  - **steering committee**

- **Consultation Panels**

- **Roundtable**

WHAT HAS OPSBA DONE AND WHAT DOES IT PROPOSE TO DO?

OPSBA STRATEGY

- Coordinate OPSBA activities with regard to training and adjustment initiatives at the federal, provincial and local levels
- Liaison role with CSBA, the OTAB Project, the Local Board Secretariat and other education/training partners
- Develop OPSBA responses to the various consultation documents

ACTION TO DATE

- Liaison work
- Sub-Committee

WHAT HAS OPSBA DONE AND WHAT DOES IT PROPOSE TO DO?

PROPOSALS FOR FUTURE ACTION

- Political Strategy
- Local Board Resource Book
- Consultation Document Response
- Coordinated Action with School Board Sector

IMPLICATIONS FOR SCHOOL BOARDS

PROVINCIAL

- Program Delivery
- Policy and Financial Decision Making
- Program and Branch Transfers

LOCAL

- Program Priorities
- Funding
- Program Delivery

WHAT SHOULD YOU DO?

- Write a letter to the Ministers of Skills Development and Education
  - expressing concerns with regard to the lack of adequate recognition of the school board role in labour force adjustment issues
  - requesting school board representation on both the provincial governing body and councils as well as local boards
  - requesting an immediate extension to the timelines for consultation
- Document your board's participation in these programs
- Meet with other school boards in your area to discuss possible joint strategies
- Arrange or attend a meeting with other training and adjustment partners
- Make a presentation to the local board consultation panel
- Develop a media strategy around your presentation and concerns
- Meet with your local MPs and MPPs on the issue